

MINSEI-IIN

PUBLIC HEALTH AND WELFARE TECHNICAL BULLETIN

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NOTE: The bulletin has been rewritten to incorporate changes made in the Minsei-iin system since 1947 resulting from the Child Welfare Law which became effective 1 January 1948 and the Minsei-iin Law which became effective on 29 July 1948.

1. The Minsei-iin System

The Minsei-iin are an important part of the welfare administrative organization in Japan. Any consideration of the present public welfare program in Japan and advisable future developments must, therefore, include a thorough understanding of the functions and responsibilities of the Minsei-iin for they have been, and are, an integral part of Japanese welfare programs. Minsei-iin are volunteer welfare workers selected by the prefectural governors from among qualified persons of the prefecture and given official status and responsibilities for welfare work in a designated district. Prior to September 1946, when the Daily Life Security Law (Seikatsu Hogen) was adopted, the Minsei-iin were known as Homen-iin. Although the name was changed and responsibilities greatly increased under the new program the system of relying largely upon official volunteer workers remains fundamentally the same.

The basic idea of the Minsei-iin plan is the appointment of a designated official for a particular area, who is responsible for ascertaining that aid is provided to needy families. One reason the former name "Homen-iin" was abandoned was that the term had become associated with the idea of charity and an effort was made to avoid the stigma which was sometimes attached to the granting of assistance by the Homen-iin. The fact that after the termination of the war there were a large number of repatriates, demobilized soldiers and other "war sufferers" who found it necessary for the first time to receive public aid, made it more advisable to lessen the stigma which was formerly attached to the recipient of public aid. With the change in name the responsibilities of the Minsei-iin were clarified: They are official representatives of the government to provide assistance to persons in need. The new program calls for the establishment of social welfare,

in the broad sense, and to develop the idea of the use of public aid as a means of reestablishing those persons who through no individual fault have become destitute.

The fact that Minsei-iin have official status and represent the government is a characteristic which distinguishes Minsei-iin from other volunteer welfare workers. Minsei-iin are volunteers in that they are not paid a salary for their work. (They do receive a small allowance for expenses). A basic idea in the former Homen-iin plan was that in each community an outstanding citizen would be selected who because of his standing in the community and philanthropic nature would assume responsibility for being certain that any needy person in the district would be provided for. The idea of community service performed by competent volunteers remains a fundamental part of the Minsei-iin system.

2. History

a. Prior to 1946

Having been established about thirty years ago, the Homen-iin system in Japan is relatively old. Immediately preceding the formation of the Homen-iin plan there was created in Okayama Prefecture a welfare plan called Saisei Komon, in 1917 (6th year of Taisho) which resulted from an inquiry made by Emperor Taisho concerning the needy people in that Prefecture. The Homen-iin plan, as such, began in Osaka a few years later as a result of the interest of the prefectural governor. It is to be noted this development took place in Japan during and following the First World War which was a period of industrial expansion in the country. The formation of such an organization was also probably hastened by the rice riots which occurred in 1918 and 1919 as a result of poor crops.

In many ways the Homen-iin system is similar to other community organization schemes which previously existed in Japan. For example, during the Tokugawa Period there existed what was called the Gonin-Gumi or five family association. Under this plan each family in a group of five was responsible to a certain extent for the welfare of the other families in the group. As far as can be determined, however, there was no direct connection between these former organizations and the creation of the Homen-iin system. Development of this type of volunteer welfare administration in Japan was influenced by study of the plans of other countries of the world. There are similarities between the Homen-iin plan and such schemes as the Eberfeld system of Germany, the so-called Chalmers plan of England and the Saint Vincent de Paul plan which originated in France. It is also interesting to compare the Homen-iin system to the use of township supervisors of the poor to administer the poor relief laws in the United States. That Japan utilized the experiences of other countries in the field of

welfare administration is indicated by the research and publications of a Mr. S. Ogawa who studied in other countries and influenced the development of the Homen-iin program in Japan.

During the war years the Homen-iin were influenced by the Tonarigumi (Neighborhood Association) but were not officially under the control of that organization. Both, however, were organized on the block system; and there was at least one Homen-iin for each Chokai (block). Persons in the block who needed assistance were frequently referred by the Tonarigumi to the Homen-iin for official action. The Tonarigumi system in Japan was dissolved in 1947. Analysis of the previous experience of persons now serving as Minsei-iin indicates that many of them in some localities have at some time in the past served as Chokai-cho (Chief of Block) when the Tonarigumi system was in operation.

b. Action in 1946

With the adoption of the Daily Life Security Law in September 1946, many changes were made in the Homen-iin system. When the function of the Minsei-iin was revised in 1946, and the name changed from Homen-iin to Minsei-iin, a number of new regulations and ordinances were issued controlling their work. The duties were set forth in Imperial Ordinance 426, dated 13 September 1946 which remained in effect until 29 July 1948 when the new Minsei-iin Law was promulgated. The purpose of these changes was to develop welfare committees and group action on the part of Minsei-iin and to encourage the study of causes of economic dependency. This advisory function of the Minsei-iin is expanding and in many ways is similar to the advisory welfare boards which are a part of public welfare administration in the United States.

c. Action in 1948

There were three outstanding events concerning Minsei-iin which occurred in 1948: (1) the reappointment of Minsei-iin which took place in March 1948; (2) additional duties assigned Minsei-iin under the Child Welfare Law and (3) the new Minsei-iin Law which became effective on 29 July 1948. The term of Minsei-iin, appointed under the Minsei-iin Ordinance, expired on 31 March 1948, according to Article 64, paragraph 1 of the Child Welfare Law. The new appointments were made to secure persons who were well-qualified not only as Minsei-iin but also as Child Welfare Workers (Jido-iin). Under the provisions of the Child Welfare Law, Minsei-iin are concurrently Child Welfare Workers.

The Minsei-iin Law, passed by the Japanese Diet on 30 June 1948, replaced the Minsei-iin Imperial Ordinance No. 426 dated 12 September 1946. This Law is different from Minsei-iin Ordinance chiefly in the following points:

- (1) Method of selecting Minsei-iin was made more democratic, (Articles 7, 8 and 9).
- (2) The qualifications of Minsei-iin are more clearly stated, (Article 6).
- (3) The duties, methods of work and attitude of Minsei-iin are set forth in more detail (See Articles 2, 14 and 15).
- (4) Regulations regarding the removal of Minsei-iin are stated specifically and in detail (Article 11).
- (5) The term of office of Minsei-iin is increased from two to three years (Article 10).
- (6) The Law contains detailed provisions concerning supervision and training of Minsei-iin (Articles 17 and 18).
- (7) The Law sets forth requirements concerning the establishment of standing commissioners (Jomu-iin) and Minsei-iin offices (Articles 21 and 25).
- (8) The financial obligations of the national government, the prefectural government and cities for various aspects of the Minsei-iin system are specifically set forth (Articles 26, 27 and 28).

The Minsei-iin Law provides that certain matters will be determined or prescribed by Cabinet Order (Inclosure 2 to this bulletin). The relationship of the various articles of the Law and the Cabinet Order is as follows:

	<u>Law</u>	<u>Order</u>
Nomination Committee	Art. 8, par. 5	Art. 1-7
Screening Committee	Art. 9, par. 5	Art. 8-11
Training Officials	Art. 19, par. 3	Art. 12
Standing Commissioners	Art. 21, par. 5	Art. 13
Standing Commissioner Council	Art. 21, par. 6	Art. 14
Minsei-iin Office	Art. 25, par. 1	Art. 15
Minsei-iin Office officials	Art. 25, par. 2	Art. 16
Tenure of office of Committee Members	Art. 33	Art. 18

3. Responsibilities

a. Minsei-iin Law

Under the provisions of Article 14 of the Minsei-iin Law the duties of the Minsei-iin are:

- (1) To conduct investigations at all times and to be fully familiar with living conditions.
- (2) To give proper protection and guidance to those who need protection.
- (3) To keep close contact with social institutions and to aid the functions thereof. Besides the duties stated above, Minsei-iin shall give guidance for living whenever necessary.

b. Daily Life Security Law

An important responsibility of the Minsei-iin is the administration of the Daily Life Security Law (Seikatsu Hogo-ho). It is provided by Article 5 of the Daily Life Security Law that the Homen-iin, now Minsei-iin, shall assist the mayor of a city, town or village in discharging the duties concerning the business of protection. Under this Law (Article 10) the kinds of protection to be provided include: (1) assistance for livelihood - public assistance, both indoor and outdoor; (2) medical treatment; (3) birth aid; (4) occupation aid; and (5) funeral aid. The most extensive program for which the Minsei-iin are responsible under the Daily Life Security Law is, of course, the public assistance program (assistance for livelihood).

c. Child Welfare Law

Under the provisions of the Child Welfare Law which became effective on 1 January 1948 the Minsei-iin were granted additional responsibilities. According to Article 12, paragraph 3 of the Child Welfare Law, Minsei-iin appointed under the Minsei-iin Ordinance are to assume the duties of Child Welfare Workers (Jido-iin). The duties of Child Welfare Workers stated in Article 12, paragraph 2 of the Child Welfare Law is to cooperate with Child Welfare Officials (Jido Fukushi-shi) concerning the execution of their duties. Under the provisions of Article 11, paragraph 2 of the Child Welfare Law, Child Welfare Officials are to work for the promotion of welfare of children and expectant and nursing mothers giving advice and counsel for their care, health and general welfare.

d. Juvenile Delinquent Workers and Child Welfare Workers

Prior to the adoption of the Child Welfare Law the Homen-iin and Minsei-iin also served as Juvenile Delinquent Workers (Shonen-Kyogo-iin). Since the Juvenile Training and Education Law (Shonen Kyogo Ho) was repealed by the Child Welfare Law (Jido Fukushi Ho), the position of juvenile delinquent workers (Shonen Kyogo-iin) no longer exists. A Minsei-iin therefore is not a juvenile delinquent worker. However, because Minsei-iin at present also serve as Child Welfare Workers according to Article 12, paragraph 3 of the Child Welfare Law, in reality the kinds of service rendered by Minsei-iin for the welfare of children have not been changed. Instead the

work has become more extensive since Minsei-iin have expanded duties under the Child Welfare Law.

Although Minsei-iin may be appointed as Protection Commissioners (Hogo-iin) according to Article 13 of the new Juvenile Law (Shonen-ho), there is no legal basis requiring Minsei-iin to serve as such. Hogo-iin work with Juvenile Courts with juvenile delinquents. It is estimated that about one-third of Hogo-iin are also Minsei-iin. Hogo-iin are appointed by the Attorney General's Office, not by the Ministry of Welfare.

e. Other Laws

Although not specifically directed by statute or ordinance, the Minsei-iin also participate in the administration of the Tuberculosis Prevention Law, and the Mental Patient Supervision and Protection Law (Seishin Byosha Kangoh). Responsibility for administering these laws is in the Medical Affairs Bureau (Imu Kyoku) of the Ministry of Welfare. The Minsei-iin are frequently aware of persons in the community who should be receiving the benefits of these laws and take action to see that they are referred to the proper institution. Enforcement of the Vagrancy Statute which provides for sick and deceased vagrants (Koryo Byonin oyobi Koryo Shibonin Toriatukai-ho) also becomes a responsibility of the Minsei-iin. As a part of their general duties the Minsei-iin are responsible for not only aiding tuberculosis and mental patients, and vagrants, but also those persons affected by special statutes concerning trachoma, leprosy, venereal disease, social insurances, pawnshops and related welfare laws. The Minsei-iin must be aware of their part in the administration of the Disaster Relief Law (Saigai Kyujo Ho) which provides aids at the time of emergency disaster.

f. The Eugenic Protection Law (Eusei Hogo Ho)

The function of Minsei-iin was extended by the Eugenic Protection Law (Law No. 156 dated 13 July 1948). According to the paragraph 3, Article 18 of this Law, the Minsei-iin are among those who are eligible for being appointed as a member of the Central, Prefectural, or Local Eugenic Protection Commission. The Minister of Welfare appoints members of the Central Eugenic Protection Committee and the Governor the Prefectural and Local Members.

g. Other services offered by the Minsei-iin

The Minsei-iin have responsibility for giving service to all who are in need of guidance although they may not be eligible for public assistance. The Minsei-iin's services include various kinds of consultations on family relationship, marriage, employment, etc.

4. Selection, appointment and removal

a. Appointment

The procedure to be followed for the selection and appointment of Minsei-iin is set forth in Articles 3 to 7 of the Minsei-iin Law. The Minsei-iin Nomination Committee (Minsei-iin Suisen Kai) is responsible for submitting names of possible Minsei-iin to the prefectural Minsei-iin Screening Committee (Minsei-iin Shinsa Kai). There is one Minsei-iin Nomination Committee for each city, town and village appointed by the head, and one Minsei-iin Screening Committee for the prefecture appointed by the Governor. After approval by the Prefectural Governor the names are submitted to the Ministry of Welfare which issues a certificate to the newly appointed Minsei-iin. In actual practice the Governor recommends to the Ministry of Welfare, the names approved by the Minsei-iin Screening Committee. The Ministry automatically commissions those persons who have been approved by the Prefectural Governor. Under this procedure it is obvious that decisions are actually made by the Minsei-iin Screening Committee. The selection of Minsei-iin is therefore a local and not a national responsibility.

b. Reappointment of Minsei-iin

The term of Minsei-iin appointed under the Minsei-iin Ordinance expired on 31 March 1948, according to Article 64, paragraph 1, of the Child Welfare Law. The new appointment of Minsei-iin became effective on 1 April 1948. The purpose of the general reappointment of Minsei-iin required by the Child Welfare Law was to choose Minsei-iin who are also capable of enhancing child welfare by consultation service and giving necessary advice concerning protection, health and other matters related to welfare of children and expectant mothers, and as Child Welfare Workers, to work in cooperation with Child Welfare Officials under the Child Welfare Law (Article 64, paragraph 2, of the Child Welfare Law). The Vice Minister of Welfare's instruction to governors concerning the reappointment of Minsei-iin (Hatsu Sha No. 17 issued on 6 February 1948) stated that only well-qualified persons should be reappointed. Unqualified persons were to be removed and suitable persons added to the list of Minsei-iin. Although the total number of Minsei-iin was reduced by the reappointment by about two thousand, the number of Women Minsei-iin was doubled (from 11,000 to 22,000). See inclosure 1 which contains the number of Minsei-iin in each prefecture.

c. Removal

The procedure for removal of Minsei-iin is given in Articles 11 and 12 of the Minsei-iin Law. The Law states clearly in Article 11, that when a Minsei-iin falls under any of the items listed, the Minister of Welfare, on advice from the Prefectural Governor, may dismiss him even before the term of office has expired:

- (1) When there is hindrance for the execution of his duties, or when he is unable to execute duties.
- (2) When his conduct is not befitting a Minsei-iin.

In the past the provisions for the removal of Minsei-iin have not been used extensively. An effort was made to encourage Minsei-iin who were not able to perform their duties to submit their resignations so that formal removal action would not be necessary. It is expected that under the provisions of the new Law action will be taken as indicated to remove Minsei-iin who are not qualified. It is to be noted that the prefectural Minsei-iin Screening Committee has an important responsibility to recommend the removal of unfit Minsei-iin. It is the responsibility of the prefectural and local governments to remove Minsei-iin who are not qualified or are not performing their duties correctly.

5. Minsei-iin: Who they are

A definite effort to reorganize and strengthen the Minsei-iin system, has resulted in the appointment of many persons who have had no previous experience in this type of work. The total number of Minsei-iin in a particular prefecture is determined by the prefectural government and not by the national government. In determining the number of Minsei-iin needed in a prefecture, consideration is given to population, area and other factors such as the number of cities, towns and villages. In the past undue consideration was given to such factors as area and total population rather than to the number of persons requiring assistance and related welfare services. The number of Minsei-iin presently appointed for the prefectures is set forth in Inclosure 1 to this Bulletin. A rather thorough study of the persons who are Minsei-iin was made as of 30 April 1948, when the total number of Minsei-iin in Japan was about 122,000. Tabulations were made to determine sex, formal education, age, occupation, and previous experience as Minsei-iin. This study indicates that one-half of them are the persons between the age 40 and 59; a comparatively small percentage of them are women.

An effort has been made to secure more women to do the work. For the nation as a whole, about 19 per cent of all Minsei-iin are women. Analysis of formal education indicates that 60% of the Minsei-iin have primary school education, 28% are graduates of middle school, while about 10% are college and university graduates. Analysis of age of Minsei-iin indicates that they are older persons usually: 37% of the total are in the age group 50 to 59; 33% are from 40 to 49; 14% are from 60 to 69; 1% are seventy years of age or older. This means that only 16% of the total are under the age of forty.

Analysis of the occupations of Minsei-iin indicates that about 5% hold some other public office in addition to acting as Minsei-iin although such public office may not be the primary occupation. Many of the Minsei-iin were members of prefecture, city, town and village assemblies or officials of towns and villages. Under the provisions of the Ministry of Welfare directive (Hatsu-sha No. 85) issued on 29 July 1948 it will no longer be possible for members of prefectural assemblies (or the National Diet Members) to also serve as Minsei-iin.

About one-half of the Minsei-iin report that farming is their primary occupation, while ten per cent (10%) are merchants. The remaining Minsei-iin are divided among other occupations. About 55% of all men Minsei-iin and 35% of all women Minsei-iin have been re-appointed. Forty-five per cent of men and 65% of women Minsei-iin are reported to have been newly appointed. The newly appointed include the persons with previous experience as Minsei-iin and Homen-iin as well as those without any such experience.

6. Payment of Minsei-iin Expenses

a. Payment to Minsei-iin

Article 23 of the Daily Life Security Law provides that expenses of the Minsei-iin shall be borne by the city, town, or village. The amount of expenses paid depends upon the policy adopted by the particular locality and is not uniform. Although Minsei-iin are not paid a salary, they are allowed under present regulations, the total sum of 540 yen per year, one-half of which is paid by the national government and the remainder by the prefectural government. Three hundred yen is paid under the provisions of the Daily Life Security Law; sixty yen under the Child Welfare Law and one hundred eighty yen for other welfare duties performed.

One difficulty of the present allowance system lies in the fact that inactive Minsei-iin who do nothing receive the same allowance as the hard-working Minsei-iin. There has been agitation in the past to increase the amount paid to Minsei-iin since their expenses as well as their duties have increased and some small increase (to 540 yen per year) has been made. Although the amount paid to each Minsei-iin is small the total amount paid to all Minsei-iin is large, approximately 12,000,000 yen per year. In addition, both the national and prefectural governments expend large sums each year for training programs for Minsei-iin. Rather than expending more funds for Minsei-iin, it appears that it would be sounder to secure more full-time paid personnel to do the work required by an expanded welfare program. An important step in this direction was taken with the employment of Child Welfare Officials under the Child Welfare Law. In many cases it appears that full-time paid personnel responsible for administering the Daily Life Security Law have expected

too much from the Minsei-in. It is clear that a more careful definition is needed concerning the division of responsibilities between the Minsei-in and the full-time paid employees.

b. Expenses of Committees and Training

Article 26 of the new Minsei-in Law provides that the expenses of Minsei-in, the authorized committees and for supervision and training shall be paid by the prefectures. Article 28 provides that one-half of those expenses shall be reimbursed by the national government. This means that the prefectural government actually pays only one-half of the expenses of Minsei-in Nomination Committee, the Screening Committee and Minsei-in Councils.

c. Minsei-in Offices

In twenty-two of the largest cities of Japan the Ministry of Welfare pays one-half of the cost of operating Minsei-in Offices (Minsei-in Jimusho). These cities are: Tokyo, Osaka, Kyoto, Nagoya, Yokohama, Kobe, Hakodate, Sendai, Kawasaki, Niigata, Kanazawa, Shizuoka, Sakai, Himeji, Amagasaki, Hiroshima, Kure, Shimonoseki, Fukuoka, Yawata, Nagasaki and Kumamoto. The establishment of Minsei-in Offices in cities designated by the Ministry is authorized by Article 25 of the Minsei-in Law. Under Article 27 the city is responsible for the expenses of the offices, but the national government reimburses one-half of the cost (Article 28) while the prefectural government pays one-fourth (Article 29). This means that the city pays one-fourth, the prefecture one-fourth and the Ministry of Welfare pays one-half.

7. Organization of Minsei-in

a. Minsei-in Council (Minsei-in Kyogi Kai)

According to Article 20 of the Minsei-in Law, a Minsei-in Council must be organized by the Minsei-in in each area designated by the prefectural governor after securing the opinion of the head of the city, two, or village.

Usually there are several Minsei-in Councils in a city but only one in a town or village. In cities (shi) the area of one council is sometimes the same as the school districts into which the city is divided. In the towns (machi) and villages (mura) the entire area of the town or village is considered as one district and therefore there is a single Minsei-in Kyogi Kai.

Each Minsei-in Council has one standing commissioner (Jomu-in) (Article 21). The standing commissioner is elected by and from among the Minsei-in who compose the Minsei-in Council. The tenure of the office of the standing commissioner is one year.

The standing commissioner manages the standing business of the Minsei-iin Council, represents it and acts as the Chairman of the Council. The standing commissioners must organize a standing commissioner council (Jomu-iin Kyogi Kai). For example, if there are several Minsei-iin Councils in a city, a standing commissioner council for the entire city would be formed with the standing commissioner from each local council attending. The governor is authorized (Article 22) to ask the head of city, town, or village concerned (the headman of the ward in the cities of Kyoto, Osaka, Yokohama, Kobe and Nagoya) or other suitable persons to join in the organization of the Minsei-iin Council. These people so authorized must attend the Minsei-iin Council and state their opinions.

The duties of the Minsei-iin Council are as follows (Article 24):

- (1) To determine the areas or the specific matters to be assigned to Minsei-iin.
- (2) To coordinate and control the work of Minsei-iin.
- (3) To collect necessary data or information.
- (4) To cause Minsei-iin to mutually encourage one another and to make studies and cultivate themselves concerning their duties.
- (5) To deal with any other matters necessary for the execution of duties by Minsei-iin.

b. Minsei-iin Nomination Committee (Minsei-iin Suisen Kai)

There is one Minsei-iin Nomination Committee in each city, town, or village. Each committee is composed of a chairman and several members. The members of the Committee consist of members of the assembly of the city, town, or village, social workers, or men of learning and experience, and are appointed by the headman of the city, town or village after securing the recommendation of the assembly of the city, town, or village. The number of the assemblymen must not exceed one-fourth of the total membership of the Committee. The members of the Committee must have the right of vote for the members of the assembly of the city, town, or village. The members of the Committee elect the chairman from among themselves. Further regulations about the Minsei-iin Nomination Committee are prescribed by the Cabinet Order. (Inclosure 2 to this Bulletin). See Articles 1 to 7 of the Cabinet Order.

c. Minsei-iin Screening Committee (Minsei-iin Shinsa Kai)

There is one Minsei-iin Screening Committee in each prefecture. The Committee is composed of a chairman and less than

nine (9) members. Eligibility for appointment to the Minsei-iin Screening Committee is similar to that for members of the Minsei-iin Nomination Committee, namely, the members of the prefectural assembly, social workers, persons experienced in child labor, or men of learning and experience. Appointments are made by the prefectural governor. The number of assemblymen on the Committee is limited to three. The members of the Committee must have the right of vote for the members of the prefectural assembly. They elect their chairman from among the members of the Committee. Further regulations concerning Minsei-iin Screening Committee are set forth in Articles 8 to 11 of the Cabinet Order. (Inclosure 2 to this Bulletin).

8. Future Function of Minsei-iin

a. Community Responsibilities

It is to be expected that in the future the responsibilities of Minsei-iin will be more advisory in nature rather than administrative. Since the responsibilities of Minsei-iin have increased most rapidly in urban areas, it is particularly important that more full-time employees be secured to work in the cities. This change in function of Minsei-iin, from executive to advisory, will probably take place first in the twenty-two largest cities, where Minsei-iin Offices (Minsei-iin Jimusho) have been established and financed jointly by the prefectures, cities and the Ministry of Welfare. Until it is possible to develop more adequate programs in the cities, particularly the large cities, it does not seem advisable to attempt to secure more full-time personnel in the towns and villages. In the rural areas, particularly in the towns (machi) and villages (mura), it will be necessary perhaps for Minsei-iin to continue for some years to carry administrative duties. Such an organization is necessary particularly because of the difficulties of transportation.

In any case, the Minsei-iin should recognize that one of their important responsibilities is in the field of community organization for social welfare. They should not be persons who are interested only in the Daily Life Security Law, but should concern themselves with all types of welfare problems and programs. Minsei-iin need to know the need for additional and improved welfare programs. They must also be acquainted with existing programs so that they can provide information to persons in the community who are eligible and would benefit from the services available. One of the difficulties in welfare administration in Japan is the lack of understanding of social problems and how improved welfare programs can help to solve these problems. Minsei-iin are the most important single group available which can improve this situation.

b. Experimental Project

As welfare programs expand there is a tendency for more full-time employees to be secured to carry out the work, for the programs become too complicated for a volunteer to handle. Such a trend can be observed in all countries which have become industrialized and have found it necessary to develop extensive social welfare services. Minsei-in can be of assistance in the development of good welfare programs by understanding the need for competent, well-trained full-time personnel. Unless community leaders such as Minsei-in are convinced that more effective service can be provided by full-time employees, the development of welfare will be handicapped. Many Minsei-in in Japan have already recognized that the welfare programs are too extensive for unpaid volunteers to handle. The use of more full-time paid personnel will alter the function of Minsei-in, but will not change the fact that they have an important place in the administration of welfare programs. Full-time employees will always need the support of persons in the community such as Minsei-in.

It is necessary that the division of responsibility between full-time paid personnel and Minsei-in be more carefully defined. This will become increasingly important as more paid personnel are used to administer the Daily Life Security Law. In order to work out some of these problems the establishment of an experimental project has been authorized in two wards in Tokyo and two wards in Yokohama. This project will begin in September 1948. It is hoped that as a result of this experiment the basic plan of using more full-time personnel can be extended to other cities in Japan. It is not the intention to eliminate the use of Minsei-in.

The following wards were selected for this experiment: Adachi and Nakano Wards in Tokyo and Naka and Minami Wards in Yokohama. An additional 16 officials (third-class) are assigned to each prefecture and will work in the Minsei-in Office of the ward. They will assist the head of the ward in administering the Daily Life Security Law and other welfare programs and will cooperate with Minsei-in in performing their duties under various Laws such as the Minsei-in Law, the Daily Life Security Law and the Child Welfare Law. The selection of the officials will be made by the head of the ward in Tokyo, or the mayor in Yokohama, from among the third-class administration or technical officials who are well-qualified to perform the duties assigned to them.

In view of the importance of the present project as an experiment to determine the future administrative organization, the Ministry of Welfare provides an official for each office who will be in charge of leadership and coordination of the project. General expenses will be borne by the city or the ward concerned. The national treasury will grant one-half of the salaries of the officials, office expenses and expenditures for travel and for conferences. The prefectures will pay one-fourth of the cost. The Ministry of Welfare is planning to conduct a short training course for the workers

selected to participate in this project. It is expected that this experimental project in Tokyo and Yokohama will not only clarify the division of responsibilities between full-time workers and Minsei-iin, but also will serve as a basis for further changes and improvements in welfare administration in other cities of Japan.

9. The All Japan Minsei-iin Federation

a. Formation

It was not until about 1930 that a national organization of Homen-iin was formed. Previously there had been national meetings in Tokyo of Homen-iin. In February 1930, a Homen-iin League was organized in Nagoya. The National Diet in Japan had passed a Poor Relief Law (Kyugo-ho) in 1929 (Law No. 39) but no aid was provided under its provisions because of the lack of appropriations. The Homen-iin who were officially responsible for providing aid to destitute persons became concerned about the increasing number of needy persons. Consequently, in December 1931, when a national meeting of Homen-iin was held in Tokyo, a petition was filed with the Minister of Home Affairs requesting that action be taken to relieve the increasing number of destitute persons. A resolution was also adopted recommending the formation of a national federation of Homen-iin. As a result of the interest and activities of this group of persons appropriations were made available and payments were made under the provisions of the Poor Relief Law.

Also as a result of this activity the All Japan Homen-iin Federation (Zen-Nihon Homen-iin Rennei) was organized in 1932 and continued to operate. In 1946 the Federation was reorganized and adopted its present name of Zen-Nihon Minsei-iin Rennei. (Note: The word, Rennei, is translated as League as well as Federation).

b. Purpose

The All Japan Minsei-iin Federation (Zen Nihon Minsei-iin Rennei) is a national organization of all Minsei-iin in Japan for the purpose of coordinating the work of individual members; the exchange of ideas between members; to promote "the welfare spirit" and to stimulate interest in the development of welfare work. The Federation is organized independently of the Ministry of Welfare but works closely with the Japanese Government on both the national and prefectural levels.

c. National Organization

The national organization of the Minsei-iin Federation consists of a Board of Directors of twenty-three persons selected by 167 delegates from all parts of Japan. These 167 delegates are selected on the basis of one delegate for every 1,000 Minsei-iin or fraction thereof. Thirteen of the 23 board members are selected from seven districts: one from Shikoku and two each from the six other districts of Tohoku, Kanto, Tokai-Hokuriku, Chugoku, Kinki and Kyushu. The other ten members of the board represent the Ministry of Welfare (4), the Japanese Red Cross (1), Dobo Engo Kai (1), Japan Social Work Association (1) and the general public (3).

The work of the national office is carried out through three bureaus: (1) General Affairs (Somu-bu), responsible for research and accounts; (2) Business (Gyomu-bu), responsible for public relations and educational programs; (3) Welfare (Fukushi-bu), responsible for vocational guidance and related programs. The national office of the Minsei-iin Renmei consists of 35 employees about ten of whom spend much of their time working with the prefectural associations of Minsei-iin and attending local conferences. The national office of the Federation is located in the Central Social Welfare Hall located at 2-226 3 chome, Herajuku, Shibuya-ku, Tokyo.

There is also a city association (Minsei-iin Rengo Kai) in each city, a gun association (Gun Minsei-iin Rengo Kai) in each area of the local office (Chiho Jimusho) and in many cases there are town and village Minsei-iin associations which are usually called "A" machi no Mura Minsei Jigyo Kyokai (Welfare Work Association) or Minsei Gijyo Josei-Kai (Welfare work promoting association).

d. Finances

The finances of the Federation are secured from membership fees (¥50 per year), estimated at ¥6,000,000 for the current year; payments from the Ministry of Welfare for specified services, estimated at ¥9,700,000; and miscellaneous income estimated at ¥2,500,000. The total annual budget is therefore approximately ¥18,200,000.

e. Prefectural and Local Organization

In addition to the national office the Minsei-iin Federation usually has one employee located in each prefecture to handle the work of the local association. Although the office of the local representative is usually in the prefectural office (Kencho), he is directly under the control of the National Federation and not the prefectural government. Usually the

prefectural organization is known as the "A" ken Minsei-iin Renmei but various names are used: For example, the local organization in Tokyo is the Tokyo-to Minsei-iin Rengokai.

f. Publications

The Minsei-iin Renmei publishes a monthly paper, "Welfare Time Report" (Minsei-Jiho), a copy of which is now sent to each Minsei-iin. The Association also publishes a "notebook" (Minsei-iin Techo) for the use of each Minsei-iin. Another monthly paper, "News of All Japan Minsei-iin Association" (Zen Min Ren Dayori) is issued. The following pamphlets were published for the benefit of Minsei-iin. Activities of Women Minsei-iin (Fujin Minsei-iin No. Hataraki), Social Case Work ("Case Work" no Hanashi), a Guide Book for Public Assistance (Engo No Shirube) and the Spirit of Minsei-iin (Minsei-iin no Seishin). In addition to publications of the national office of the Minsei-iin Federation, many prefectural Minsei-iin Associations issue periodicals containing information which is of primary interest to the Minsei-iin of that prefecture.

10. Translation of Terms

The terms of Minsei-iin and Homen-iin present difficulties in translation. Since the terms may be and are translated in several different ways and because the English terminology is not particularly descriptive, in this Bulletin the Japanese terms Minsei-iin and Homen-iin are used. The term Minsei-iin is frequently translated as Welfare Commissioner but a literal translation would be Peoples Life Representative (min - people; sei - life; iin - representative) another translation is Welfare Committeeman or member of the Welfare Committee. The older term, Homen-iin, is translated as Block or District Welfare Representative or Committeeman. This term was used to convey the idea that the individual Homen-iin was responsible for providing aid to needy families living within a designated area. Because of the confusion in translating the terms, it is preferable to use the Japanese term Minsei-iin or Homen-iin.

Other terms used in connection with the Minsei-iin system are frequently translated in different ways. Some of the important terms and the translation used in this Bulletin are:

Minsei-iin Kyogi Kai - Minsei-iin Council
Minsei-iin Suisen Kai - Minsei-iin Nomination Committee (sometimes translated as "recommendation" committee)
Minsei-iin Shinsa Kai - Minsei-iin Screening Committee
Jido-iin - Child Welfare Worker

Jido-Fukushi-shi - Child Welfare Official
Zen Nihon Minsei-iin Renmei - All Japan Minsei-iin Federation
Minsei-iin Jimusho - Minsei-iin Office
Shonen Kyogo-iin (Obsclete) - Juvenile Delinquent Worker
Hogo-iin - Protection Commissioner (Juvenile Court)

Number of Minsei-iin

30 April 1948

<u>Prefecture</u>	<u>Men</u>	<u>Women</u>	<u>Total</u>
Hokkaido	5,060	513	5,573
Aomori	1,961	473	2,434
Iwate	2,525	647	3,172
Miyagi	1,924	351	2,275
Akita	2,161	367	2,528
Yamagata	1,609	583	2,192
Fukushima	3,245	533	3,778
Ibaraki	2,336	393	2,729
Tochigi	1,559	227	1,786
Gumma	2,366	694	2,060
Saitama	2,684	480	3,164
Chiba	2,558	547	3,105
Tokyo	2,670	398	3,068
Kanagawa	2,274	235	2,509
Niigata	2,422	634	3,056
Toyama	1,554	399	1,953
Ishikawa	2,258	511	2,769
Fukui	1,136	408	1,544
Yamanashi	1,962	388	2,350
Nagano	2,514	997	3,511
Gifu	2,303	421	2,724
Shizuoka	1,469	229	1,698
Aichi	3,084	1,241	4,325
Mie	2,051	343	2,394
Shiga	1,553	218	1,771
Kyoto	2,274	971	2,245
Osaka	4,089	675	4,764
Hyogo	3,997	820	4,817
Nara	1,284	263	1,547
Wakayama	1,480	258	1,738
Tottori	1,119	211	1,330
Shimane	1,619	366	1,785
Okayama	3,023	803	3,826
Hiroshima	3,133	1,050	4,183
Yamaguchi	2,215	565	2,780
Tokushima	1,305	245	1,550
Kagawa	1,369	281	1,650
Ehime	1,676	666	2,342
Kochi	1,564	373	1,937
Fukuoka	2,260	902	3,162
Saga	1,146	352	1,478
Nagasaki	1,891	185	2,076
Kumamoto	1,634	276	1,910
Oita	1,572	381	1,953
Miyazaki	1,163	297	1,460
Kagoshima	2,006	453	2,459
Total	99,057	22,623	121,680

Cabinet Order No. 226

For the Enforcement of the Minsei-iin Law

The Cabinet hereby stipulates the Enforcement Order of the Minsei-iin Law (Law No. 198 of 1948) as authorized by the said Law.

Article 1. The term of office of the chairman of the Minsei-iin nomination committee (Minsei-iin Suisen-iin Kai) shall be determined by the Minsei-iin nomination committee.

The term of office of the members of the nomination committee shall be for three years. Provided, that the term of office of the member newly commissioned to fill a vacancy shall be for the remainder of the term of his predecessor.

In the case a member falls under any of the items listed below, the headman of the city, town or village (including the headman of the special ward; and the same shall apply hereinafter) is authorized to dismiss him, after securing the opinion of the assembly of the city, town or village (including the assembly of the special ward):

- 1) When there is hindrance for the execution of his duties, or when he is unable to execute his duties.
- 2) When he has committed malfeasance not befitting a member.

When a member takes advantage of his official position for political parties or for political purposes, he is to be dismissed under the provisions of the preceding paragraph.

Article 2. The chairman of the Minsei-iin nomination committee shall preside over the general affairs of the committee.

When the chairman is prevented from performing his duties, a committee member designated beforehand by the Minsei-iin nomination committee shall act for him.

Article 3. The chairman of the Minsei-iin nomination committee shall convene the meeting and act as the chairman.

Article 4. The presence of more than half of the members shall be required for the Minsei-iin nomination committee to come to order.

Article 5. The conclusion of the discussion shall require a majority vote. When the votes are equally divided, the chairman shall cast the deciding vote.

Article 6. The Minsei-iin nomination committee shall have less than three each of secretaries and clerks to be appointed by the headman of the city, town or village.

The secretaries shall manage general affairs under the direction of the chairman, the clerks shall handle matters as instructed by the chairman and secretaries.

Article 7. Necessary matters concerning the Minsei-iin nomination committee, such as the fixed number of the members of the Minsei-iin nomination committee, etc., other than those provided in each of the preceding articles, shall be stipulated by the headman of the city, town or village.

Article 8. The term of office of the chairman of the Minsei-iin screening committee (Minsei-iin Shinsa Kai) shall be determined by the Minsei-iin screening committee.

The term of office of the members of the Minsei-iin screening committee shall be for three years. Provided, that the term of office of the member newly commissioned to fill a vacancy shall be for the remainder of the term of his predecessor.

In case a member falls under any of the items listed in Article 1, para. 3, the prefectural governor may dismiss him even during the tenure of office.

When a member takes advantage of his official position for political parties or for political purposes, he is to be dismissed under the provisions of the preceding paragraph.

Article 9. The provisions in Articles 2 to 5 inclusive shall apply, mutatis mutandis, to the Minsei-iin screening committee.

Article 10. The Minsei-iin screening committee shall have less than five each of secretaries and clerks to be appointed by the prefectural governor.

The secretaries shall manage the general affairs of the committee as directed by the chairman, and the clerks shall handle matters as instructed by the chairman and secretaries.

Article 11. Necessary matters concerning the Minsei-iin screening committee, such as the fixed number of the members of the committee, etc., other than those provided in the three preceding articles, shall be stipulated by the prefectural governor.

Article 12. The officials as provided in Article 19, para. 1 of the Minsei-iin Law shall be the second class or the third class administrative or technical officials who qualify for any of the following items:

- 1) Persons who have studied courses on social work designated by the Minister of Welfare in any university, upper secondary school or any of the miscellaneous schools (which requires graduation from any upper secondary school for enrollment) under the School Education Law (Law. No. 26 of 1947) and graduated therefrom;
- 2) Persons who have studied courses on social work designated by the Minsei-iin in any university under the University Ordinance (Imperial Ordinance No. 388 of 1918) or any college under the college Ordinance (Imperial Ordinance No. 61 of 1903) and graduated therefrom;

- 3) Persons who have graduated from any institution for the training of personnel to engage in social work which is designated by the Minister of Welfare;
- 4) Persons who have had experience in operative functions of social work over two years.
- 5) Persons who have been judged by the prefectural governor to qualify as being of a similar standing as those stated under each of the preceding items.

Article 13. The Minsei-iin council may establish, when necessary, less than three assistant standing commissioners (Fuku Jomu-iin) in order to assist the standing commissioner. (Jomu-iin)

The assistant standing commissioners shall be elected by and from among the Minsei-iin.

The tenure of office of the assistant standing commissioners shall be for one year.. Provided, however, they may be reelected.

When the standing commissioner is hindered from his duties, a Minsei-iin designated beforehand by the Minsei-iin council shall act for him. Provided, however, if the assistant standing commissioners (Jomu-iin) have been established under the provisions of para. 1 above, an assistant standing commissioner designated beforehand by the standing commissioner council shall act for him.

Article 14. The standing commissioners from each of the Minsei-iin councils in the city (including the special ward; and the same shall apply hereinafter) shall organize a standing commissioner council for the area of the city concerned, in order to coordinate their functions. Provided, however, when a Minsei-iin council is organized for a city as one area, the standing commissioner of such a council shall join the organization of the standing commissioner council which is established in the area of the local administrative office (Chiho-jimusho) or of the prefectural branch office designated by the prefectural governor.

The standing commissioners (Jomu-iin) from the Minsei-iin councils of the towns and villages shall organize a standing commissioner council in each area of the local administrative office or of the prefectural branch office which has the jurisdiction over the towns and villages concerned, in order to achieve coordination of their duties.

The chairman of the standing commissioner council shall be elected by and from among the standing commissioners who compose the standing commissioner council concerned.

Article 15. In the Minsei-iin office (Minsei-iin Jimusho) as provided in Article 25 of the Minsei-iin Law the following staff shall be placed: Office chief; Staff members.

The office chief shall be appointed by the mayor of the city from among the public officials who qualify under Article 16.

The office chief shall manage the business of the office under direction and supervision of the mayor of the city.

Article 16. As to the qualifications of the full time public officials as provided for in Article 25, para. 2 of the Minsei-iin Law, the provisions in Article 12 above shall apply, mutatis mutandis. In this case, the reference, in the same Article, to "the second class or the third class administrative or technical officials" shall read "the officials" and the reference, in item 5 of the same Article, to "the prefectural governor" shall read "the mayor of the city".

Supplementary Provisions

Article 17. The present cabinet order shall come into force as from the date on which the Minsei-iin Law is conforced.

Article 18. Under the provisions of Article 33 of the Minsei-iin Law, the tenure of office of persons who were commissioned as members of the Minsei-iin nomination committee or as members of the Minsei-iin screening committee shall be for two years from the day on which the Minsei-iin Law is enforced.

Even in the case of the preceding paragraph, the application of the provisions of Article 1, paras. 3 and 4 or of Article 8, paras. 3 and 4 is not prevented.

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